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**UNCLASSIFIED**  
**UNITED STATES**  
**INFORMATION AGENCY**

**OUTGOING**  
**TELEGRAM**

PAGE 01

02695 RIA699  
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ORIGIN OFFICE PG-05  
INFO ACOG-01 DSO-02 PF-02 VC-01 HASC-05 PA-01 PFH-01 DIS-01  
AID-10 JCS-01 NSA-03 NSC-05 PD-02 AF-05 AR-03 EA-03  
MEA-03 XMO-01 M-01 P-01 POS-03 PDE-03 POF-03 POP-03  
PH-07 R-01 PGF-01 ECLR-02 AC-01 PL-01 EU-03 GC-02  
PP-01 E-06 ID-01 XMOB-01 TV-03 PPM-01 DS-01 REAR-01  
TVP-04 TVN-04 TSPH-06 TVU-04 TVS-05 HW-04 VORA-01 VXC-01  
VBOX-01 VBE-01 VBF-01 VBL-01 VBN-01 VBU-02 VDA-02 USUN-01  
DOS-15 C-01 WH-05 SEC0-02 JJ-02 PE-02 SSD-01 DSD-01  
CIA-05 /178 A1 21

DRAFTED BY P/G RMCLELLAN 0696A  
APPROVED BY EU HEISENSTADT  
P/G PVARNOLD  
P CHORNER  
EA VARNES  
AIT DLAX  
AF HMCOD  
NEA DCATERINI  
DESIRED DISTRIBUTION  
FORMULA "PG", PL, E/C, P/G, AR

D R 150045Z MAR 88  
FM USIA WASHDC  
TO ALL PRINCIPAL POSTS IMMEDIATE  
RUFAD0/ANCONSUL DOUALA IMMEDIATE  
RUENCR/AMEMBASSY PARAHARIO IMMEDIATE  
RUENBR/ANCONSUL BARCELONA IMMEDIATE  
RUFHOLB/ANCONSUL DUSSELDORF IMMEDIATE  
RUFRR0A/ANCONSUL FLORENCE IMMEDIATE  
RUFHOLC/ANCONSUL HAMBURG IMMEDIATE  
RUDKRW/ANCONSUL KRAKOW IMMEDIATE  
RUFNSNN/ANCONSUL NAPLES IMMEDIATE  
RUFRR0D/ANCONSUL PALERMO IMMEDIATE  
RUDKRW/ANCONSUL POZNAN IMMEDIATE  
RUENTN/ANCONSUL THESSALONIKI IMMEDIATE  
RUENCR/ANCONSUL TORONTO IMMEDIATE  
RUENCR/ANCONSUL VANCOUVER IMMEDIATE  
RUFHDE/ANCONSUL ZAGREB IMMEDIATE  
RUFNR0B/ANCONSUL GENOA IMMEDIATE  
RUENCR/ANCONSUL DUBNA IMMEDIATE  
RUHQHQA/USCINCPAC HONOLULU HI IMMEDIATE  
RUSBPB/ANCONSUL PECHAVAR IMMEDIATE  
RUENRD/AMEMBASSY MOSCOW IMMEDIATE 0911  
RUENLN/ANCONSUL LERINAGAD IMMEDIATE 0630  
ALL POLADS POSTS  
RBDLCHE/CIRCUSHAVER LONDON ENGLAND  
RUENAL/ANCONSUL ALEXANDRIA 2200  
RUEADVN/NSC WASHDC  
RUEADVN/WHITE HOUSE WASHDC  
RUENRG/SECSTATE WASHDC  
RUENRDT/USMISSION USUN NEW YORK 3201  
INFO RUENRIN/AIT TAIPEI  
XMT VOA /PHILIPPINE RELAY STATION TIRANG  
BT  
LIMITED OFFICIAL USE USIA 17169

USIA

NSC-CURTIN; HMR-STEWARD; STATE-INR/AM;

FT BRAGG-USIA ADVISOR; PARIS ALSO PASS ARS AND OECD;

USUN-HEGER; OTHER MILITARY ADDRESSES-PUBLIC AFFAIRS

AND POLADS; FOR AIT TAIPEI FROM AIT WASHDC FOR C

EO 12356 N/A

SUBJECT: PUBLIC AFFAIRS GUIDANCE NO. 88-13: GENEVA  
NEGOTIATIONS ON AFGHANISTAN  
REFERENCE: STATE 14987-C

BACKGROUND: AS STRESSED IN REFTEL, THE USSR -- HAVING  
ANNOUNCED ON FEBRUARY 8 ITS INTENTION TO BEGIN TO WITHDRAW  
ITS TROOPS FROM AFGHANISTAN BY MAY 15 IF AN AGREEMENT IS  
REACHED IN GENEVA BY MARCH 15 -- MAY WORK TO PLACE THE BLAME  
FOR ANY FAILURE TO REACH AN AGREEMENT AT THE U.N.-SPONSORED  
PROXIMITY TALKS ON THE U.S. AND/OR PAKISTAN. THIS EFFORT MAY  
NOW BE UNDERWAY AT GENEVA.

THE ISSUES:  
SINCE THE CURRENT ROUND OF GENEVA NEGOTIATIONS OPENED ON  
MARCH 2, TWO PRINCIPAL POINTS OF CONTENTION HAVE EMERGED.  
ONE IS THE PAKISTANI INSISTENCE THAT THE U.N. WITHDRAWAL PLAN  
BE LINKED TO PROVISIONS FOR A NEW TRANSITION GOVERNMENT IN  
KABUL ACCEPTABLE TO THE AFGHAN RESISTANCE AND REFUGEES. THEY  
STRESS THIS IS ESSENTIAL TO ASSURE THAT FURTHER VIOLENCE BE  
AVOIDED AND TO ALLOW THE ORDERLY RETURN TO AFGHANISTAN OF THE  
3 MILLION REFUGEES NOW IN PAKISTAN. THE U.S. AGREES WITH  
PAKISTAN ON THIS POINT BUT HAS NOT PUBLICLY PRESSED THE ISSUE.

THE SECOND POINT CONCERNS MILITARY ASSISTANCE TO THE  
CONTENDING AFGHAN FORCES DURING THE NINE MONTH TROOP  
WITHDRAWAL PERIOD AGREED UPON. THE SOVIETS DEMAND THAT OTHER  
COUNTRIES CEASE THEIR MILITARY AID TO THE RESISTANCE WHILE  
THEY (THE SOVIETS) CONTINUE THEIR MILITARY AID TO THE KABUL  
REGIME. THE U.S. INSISTS INSTEAD ON A "SYMMETRICAL"  
REDUCTION IN MILITARY AID TO THE CONTENDING PARTIES WITHOUT  
WHICH THE U.S. WILL CONTINUE ITS ASSISTANCE TO THE  
RESISTANCE. ANY OBLIGATIONS THE U.S. UNDERTAKES AS A  
"GUARANTOR" OF THE GENEVA ACCORDS MUST BE "BALANCED BY  
RECIPROCAL OBLIGATIONS TAKEN ON BY THE OTHER SIDE (THE  
SOVIETS)."

THE ONLY LOGICAL INTERPRETATION OF THE NON-INTERVENTION AND  
NON-INTERFERENCE PROVISIONS OF THE DRAFT GENEVA ACCORD IS  
THAT THEY SHOULD ALSO APPLY TO THE USSR. THE SOVIETS CANNOT  
CLAIM TO AID A FACTION IN THE AFGHAN CIVIL STRIFE JUST  
BECAUSE THAT PARTICULAR FACTION TRIES TO CLAIM IT IS THE  
GOVERNMENT OF AFGHANISTAN. IN FACT, THE WAR IN AFGHANISTAN  
IS ON THE CENTRAL ISSUE OF THE VERY LEGITIMACY OF THE KABUL  
REGIME. CUTTING OFF AID TO THE RESISTANCE WHILE THE SOVIETS  
CONTINUE TO SUPPLY MILITARY AID TO THE KABUL REGIME WOULD  
PLACE THE RESISTANCE AT A SEVERE MILITARY DISADVANTAGE AND  
UNDERMINE THEIR PAST HEROIC EFFORTS. THE U.S. WILL NOT DO IT.

ACTION REQUESTED: POST, IN DISCUSSIONS WITH ITS CONTACTS,  
PARTICULARLY IN THE EVENT THAT THE SOVIETS TRY TO USE THE  
ABOVE OR OTHER PRETEXTS TO AVOID THEIR COMMITMENT TO  
WITHDRAWAL, SHOULD CONTINUE TO STRESS THAT RAPID SOVIET  
WITHDRAWAL FROM AFGHANISTAN IS THE CENTRAL ISSUE. SOVIET  
FAILURE TO DO SO, USING ONE PRETEXT OR ANOTHER, WOULD ONLY  
DEMONSTRATE ITS DUPLICITY AND ITS DISREGARD FOR THE  
OVERWHELMING DESIRE OF THE INTERNATIONAL COMMUNITY FOR SOVIET  
WITHDRAWAL AS EXPRESSED THROUGH ANNUAL UNGA RESOLUTIONS.  
MOSCOW AND LERINAGAD MINIMIZE CONSIDERED. P/G

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